

# *Architecture, Heritage, and Compensation*

*- renewal in areas with cultural values and architectural qualities*

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## **Abstract**

*The paper deals with exploitation and preservation in a selection of detailed development plans that include cultural values and architectural qualities. The focus is on how compensation actions are expressed in detailed development plans in Sweden. These kinds of plans regulate land-use and design of buildings on plots by law. The planning and designing of detailed development plans for areas of Gothenburg with heritage values of national interest are investigated through case studies.*

*The objective is to investigate, analyze, and discuss compensation in the planning processes of sites with appointed cultural values. The overall goal is to develop knowledge of how key players understand the heritage and architectural qualities in detailed development plans. The research method is based on cases studies. From a selection of 39 detailed development plans obtained by the City Planning Authority of Gothenburg, 3 were chosen and studied in this paper. Selected detailed development plans were analyzed through close-reading of documents, site visits, and discussions at seminars. Detailed development plans seen as products have compensation measures embedded in the design as fixed regulations. They are demand-oriented to both land-use and architectural design. Compensation as a process is expressed by changes through opposition. The City Planning Authority eliminates criticism by changing the detailed development plan according to values and qualities protected by key players.*

*Typical compensation measures consist of supplementation of the detailed development plans with descriptions of cultural values through texts and illustrations provided by investigations conducted by contracted consultants, revisions of the proposals for the detailed development plans, and the introduction of more specific regulations for the control of architectural design as response to criticism. The demolition and construction of new buildings are combined with protection and the prohibition of the demolition of cultural values on the plot. Cultural values can also be transferred by compensation actions into aesthetic programs for the design of additional buildings.*

## **Key words:**

*Design, compensation, heritage values, detailed development plan*

## **1. Introduction**

This article discusses compensation in detailed development plan processes. The intention is to describe, understand, and explain how cultural values and architectural qualities are treated when exploiting areas of national heritage interest. Three cases in Gothenburg are examined. The focus of the study is compensation that aims to recreate values and preserve qualities of the environment. The detailed development plans contain both protection of cultural values, demolitions, and the building of new built environments. Exploitation occurs in areas of national heritage interest. The areas are also included in the city's program for the preservation of cultural-historical valuable built environments. The cases therefore encompass both national claims of designated cultural environments and local decisions regarding consideration for cultural values in planning. According to the Swedish Environmental Code, exploitation may not considerably damage national interests. So appears the legal regulation that is to

be the foundation of the planning and designing of detailed development plans in areas of national heritage interest.

The examination of the detailed development plans is part of the research project *Compensation, Cultural Environment, and Cultural Ecosystem Services as Means of Control*. The overarching goal of the research project is to develop knowledge about how culture values and architectural qualities are identified and preserved in municipal planning processes. In this goal, it is included to examine the occurrence of compensation when damage is caused to valuable culture and nature environments.

The research project is realized with financial support from the Swedish National Heritage Board's R&D grant. The practical utility lies in knowledge of how key players – municipal administrations, consultants, builders, and governmental agencies – defend, protect, and renew cultural environments in detailed development plan processes. Exploitation includes both loss of values and demands for new qualities that the renewal is to provide. The theoretical utility of the research project lies in the development of concepts and models that highlight the compensation thinking in detailed development plan processes. In center of the research project are questions of how concepts of culture and expressions of compensation appear in the planning and design of the detailed development plans for areas of national heritage interest.

### Compensation

Compensation has several different meanings in land-use planning. The phraseology is ambiguous. Compensation can appear as problem solving, concrete measures, planning method, and means of control to remove the risk of damage (Rönn, 2018). There are two municipal regulatory documents in Gothenburg that are of import for the compensation thinking in planning. The first document is the policy of 2009 that is called *Compensatory measures for nature and recreation*. The policy is used for designing detailed development plans. Compensatory measures in the policy are “*measures that are taken in connection to exploitation to compensate (replace) a lost value or function,*” (Gothenburg City 2008, p. 9). The second regulatory document is the *2009 Comprehensive Plan for Gothenburg*, CP, which consists of three parts. In part one, nature and cultural environments are a strategic area for the city where compensation is to be applied. “*Removed nature, cultural, and recreational values are compensated,*” (CP, part 1, p. 96). An active approach to compensation, protection, and preservation of cultural values is lifted as urgent. “*Apply actively use-regulations, protection-regulations, demolition prohibition, and compensatory measures for cultural historically valuable built environments in the formulation of in depth advancements of the comprehensive plan and detailed development plan,*” (CP, part 1, p. 97). The aim is to “*develop and use methods of compensation measures for nature, culture, and recreation values in the planning,*” (CP, part 1, p. 96).

In governmental investigations and research reports, compensation is described as tool, method, and measures in projects (Grahns Danielson, et al. 2015). Compensation as tool in planning processes depends on regulations in the Swedish Environmental Code. Compensation as method at a municipal level amounts to balancing interferences in valuable nature and culture areas. Compensation as measure aims to recreate values that are damaged because of exploitation. Compensation thinking is expressed in legislations and R&D projects as demands to recompense, replace, recreate, remedy, weigh, balance, or equalize interferences that risk damaging nature and culture values (Persson 2011; Swedish Environmental Protection Agency (Naturvårdsverket) 2016; SOU 2017:34). Ecological compensation dominates the debate and is depicted as an answer to investigations on societal infrastructure, especially within landscape architecture and environmental studies. From the Swedish Environmental Protection

Agency there is an expressed support for ecological compensation. The Swedish National Board of Housing, Building and Planning and the County Administrative Boards also have information about ecological compensation on their websites. The opportunity for compensation with support from the Environmental Code when culture values are damaged is, however, invisible on governmental websites (Grahm Danielson, et al 2015). Instead you have to turn to practice to get information about culture environmental compensation. There exists a professional practice to include City Planning Authorities and consultants in the detailed development plan processes that comprise of compensation for exploitation in culture environments.

How should compensation be defined in detailed plan processes? How does compensation thinking appear? What changes in detailed development plans can be understood as expressions of compensation? For a measure to be defined as compensation in this article, four conditions have to be fulfilled. There has to exist (a) a plan mission, that (b) contains an exploitation of land, that (c) has or risks having a negative effect on the cultural environment in the area, that (d) leads to revisions of the detailed development plan proposals, new plan regulations or changed design of the new buildings. The condition for compensation by this definition is that there is critique against how heritage and cultural environments are treated in the plan process. Additionally the objections have to have an impact and lead to changes to be interpreted as examples of cultural environment compensation. Compensation through money are excluded in this discussion.

The point of this definition is that there is an empirical answer to the question of if planning and design of detailed development plans contain compensation or not. The compensation thinking is highlighted in detailed development plans as solutions to problems, demands, and suggestions of measures that aim to reconstruct culture values of the site. The difficulty lies in the interpretation of the changes and their compensatory function in the specific case. In accepted detailed development plans, the compensatory measures are embedded in documents such as descriptions, illustrations, maps, and regulations and they are not visible in revisions during the detailed plan process. This is a hidden form of compensation that becomes visible through investigation of the planning processes, from mission to accepted detailed development plans. Compensation must be understood in its context.

### Detailed Development Plans

The Town Planning Office, TPO, has the mission to design detailed development plans in Gothenburg. The form and contents of detailed development plans are regulated in the Planning and Building Act. The legal regulation has a strategic significance for the preservation, renewal, and keeping of cultural values in connection with exploitations. In detailed plan processes, it is included to try if the exploitation is appropriate with consideration to *public interests* and *private interests*. The suitability of the site for the planned purpose is tried through a collected assessment. The detailed plan is a document consisting of three parts:

- **Plan Description:** There has to exist a plan description that mentions conditions, purpose and considerations. This description is the basis for the design of the detailed plan with consideration for interests and consequences (the Planning and Building Act, Ch 4, § 33).
- **Implementation Description:** There has to exist a description that presents the implementation of the detailed plan (the Planning and Building Act, Ch 4, § 31). The actual implementation is thereafter regulated through certain contracts between municipalities and builders.

- **Plan Map with Plan Regulations:** There has to exist a map of the site with regulations that indicate the purpose of the site and the conditions of the exploitation. The plan map presents in regulations how the site may be used and exploited (the Planning and Building Act, Ch 4, § 30).

### **Cultural Environment Investigations as Planning Document**

Planning document is a comprehensive term for the investigations of culture heritage and cultural environments consultants perform in the development of detailed plans. According to the Swedish Environmental Code, areas of national heritage interest are to be protected against considerable damage (the Swedish Environmental Code, Ch 3, § 6). That consultants are hired to present cultural values and architectural qualities is expected when exploitation is planned in areas of national heritage interest. The short descriptions of the national heritage interests need to be made clearer. The cultural environment investigations conducted by the consultants are planning documents that can be used in three ways in the detailed plan process: 1) partly to identify, describe, and protect cultural values in detailed development plan proposals, 2) partly to design regulations that aim to preserve cultural values in detailed plans, and 3) partly as a basis for aesthetic programs that aim for architectural steering and control of new built environments in the plan area.

### **National Heritage Interests**

National interests are governmental claims that come into effect for detailed development plans when land-use is initialized or changed. The Swedish National Heritage Board has the task to produce areas of national heritage interest with adherent national heritage descriptions. Municipalities are obliged to take national interests into consideration in their plans. Areas *“that have meaning from a public point of view because of their nature or culture values with consideration to outdoor life are to as far as possible be protected against measures that can damage the nature and culture environment,”* (the Swedish Environmental Code, Ch 3, § 6). The County Administration Board is to take care of and coordinate the interests of the government. The County Administration Boards’ unit for Cultural Environment and Community Planning review proposals of detailed development plans and judge them with consideration of the national heritage descriptions (the Planning and Building Act, Ch 3, § 10). In cases a detailed plan risks causing considerable damage to a national interest, the County Administration Board shall reject the detailed plan.

The Swedish Environmental Protection Agency has in consultation with the Swedish National Board of Building, Housing, and Planning and with the Swedish National Heritage Board proclaimed legal advice for the judging of considerable damage of national interests in planning (Regulation 2005:17). Considerable damage is a legal concept that allows for several different interpretations when proposals of detailed development plans are judged. In the 2014 handbook from the National Heritage Board, the County Administration Boards are designated as both councilor and controller of exploitations that affect areas of national heritage interest. The National Heritage Board recommend that the County Administration Board use the latitude to affect through dialogue: *“In many cases, a measure can be adjusted when it comes to design, scale, or location so that the change can be implemented while cultural heritage values are provided for by the additions concurring with the cultural-historical content of the site,”* (Swedish National Heritage Board, 2014, pp. 48-49).

### **Cultural Environment, Cultural Heritage, and Cultural Value**

The National Heritage board defines cultural environment, cultural heritage, and cultural value in a brief manner in the report *Platform Cultural values and selection* (Plattform Kulturhistorisk värdering och

urval) from 2015. Here, cultural environment is meant as the whole environment affected by humans (ibid p. 13). It can be a single building, a complex or a remnant and can include districts, large parts of a landscape or a whole region. Some cultural environments are considered to be more valuable than others and are therefore designated as areas of national heritage interest. *Cultural heritage* includes all material and immaterial expressions (traces, remnants, objects, constructions, environments, systems, structures, businesses, traditions, names, knowledge etc.) of human occupation (ibid, p. 12). To be able to give guidance in detailed development plan processes, the contents of cultural environments and cultural heritage have to be limited, specified, described, and made visible. It is a condition for a meaningful understanding of the concepts of detailed plan processes. A basic function of the planning document is therefore to clarify how cultural heritage and cultural environments should be understood in specific cases.

In the phraseology of the National Heritage Board, *culture values* is a collective term for values that can be ascribed to environments with a starting point in cultural, social, and aesthetic aspects (ibid, p. 13). To create increased clarity in the use of concepts, it is suitable to use culture value as an umbrella term. Culture value is found in the Planning and Building Act and in the Swedish Environmental Code. It is two laws that control planning and design of detailed development plans in areas of national heritage interests. There is, however, no profession that can claim interpretation precedence. Management and development of knowledge about culture value within social planning is a concern for several academic subjects: architecture, landscaping, history (architectural history, art history, settlement history), conservation, and archeology.

Culture value in detailed development plans appear as qualities, properties, and experiences that can be identified, visualized, and described in culture environment examinations by consultants. Randall Manson (2002) highlights culture value in an international context. He points out that culture value often refers to the visible qualities and attributes of things. Kristen Olsson (2003) notes that concepts such as culture environment and heritage reflect an antiquarian point of view held by the Swedish National Heritage Board. To protect, preserve, and administer becomes more important in an antiquarian context than to refine culture environments and renew cultural heritage that have been designated as valuable. These conflicting perspectives come into expression in the planning and design of detailed development plans in Gothenburg. The detailed development plans are designed and reviewed according to regulation in the law, identified culture values, and exploitation. Photomontages and illustrations have to provide a just view of planned renewal and its effect on national interests and designated cultural values in the planning documents. It is a prerequisite for fair assessment of detailed development plan proposals.

### **Purpose, Theory, and Method**

This article examines, analyzes, and discusses compensation thinking in connection to planning and design of detailed development plans for areas of national heritage interest. The examination has been limited to three detailed development plans in Gothenburg. The purpose is to understand compensation expressions in detailed development plans and how compensation functions appear in planning process. The case study method forms the theoretic framework for the examination (Schön, 1983; Groat and Wang, 2002; Johansson, 2007). From an initial selection of 39 detailed development plans, three cases have been chosen for an in-depth study. The motive for the selection is strategic. The detailed development plans are assumed to convey information about compensation thinking in contemporary planning.

There are two main reasons for the choice of case study as a method for description and analysis of the chosen detailed plans. To begin with, the method is suitable to highlight complex connections. Case studies result in information rich stories. The second reason lies in the case study's closeness to practice. Professional competency in architecture and urban planning appear as a repertoire of cases – examples of solutions that after revisions are reused for new assignments. Flyvberg (2006) defends the scientific importance of case studies. He emphasizes that the case study is useful both to develop theories and to test new knowledge. Data from the chosen detailed development plans have been collected, compiled, and analyzed as cases with support from the five following methods:

- **Archive Studies:** To gain an overview of the contents of the detailed development plans, the city planning authority's archives were reviewed on site. Examples of key documents are the detailed plan applications, mission plans, the consultants' cultural environment investigations, detailed development plan proposals with revisions, examination verdicts, accepted detailed plans, appeals, and verdicts. Complementary contracts that regulate the implementation have been obtained from the archive of the Property Management Administration.
- **Close Reading:** The key documents have been analyzed through close reading (Brummet 2010). Words and sentences that describe the key players' attitudes towards culture values have been examined in detail and compiled in a meaningful pattern.
- **Site Visits:** The sites for planned and implemented building projects have been studied. The sites are a source of knowledge. Site visits make apparent to what degree new built environments have been adapted to the surroundings, the detailed plan's effect on culture values in the area, as well as accomplished implementation of compensation measures.
- **Seminars and Workshops:** The preliminary results of the study was discussed at two seminars: at the City Planning Authority in Gothenburg (2018-09-06) and at the Swedish National Heritage Board in Stockholm (2018-10-08). Additionally chosen detailed development plans and their treatment of culture values were discussed at workshops held at two conferences: first, at a conference about culture environment and community planning held in Stockholm (2018-01-14) and at an international conference in Århus (CHAT 2018-10-27). The paper has also been presented in Bologna at the IX AISU Conference, 11-14 September 2019.

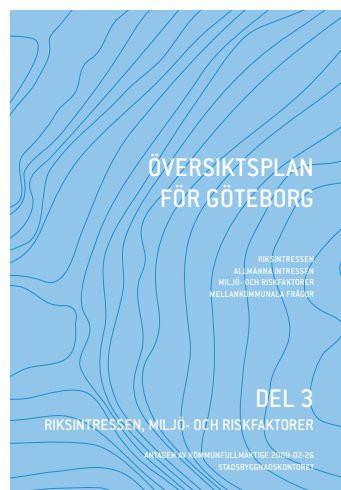
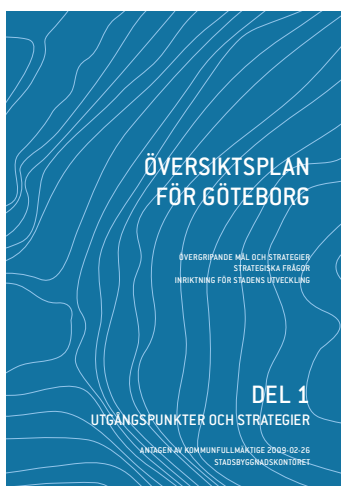


Fig. 1 and 2 are front pages to the comprehensive plan in Gothenburg, part 1 and part 3. Fig 3 is front page to the policy on compensation measures for exploitation of nature and recreation areas.

## 2. Case studies

In this section, the chosen detailed development plans from Gothenburg are presented. It is the Town Planning Office, TPO, that produces these planning documents. The case descriptions treat the planning and design with focus on culture value and compensation thinking. The detailed development plans have in common that they make possible exploitation that affects areas of national heritage interest. The national heritage descriptions contain a motivation for the appointment and a short description of how culture values are expressed in the area. Styrösö, Guldheden, and the City Center of Gothenburg are three national interests that are included in the cases.

### Case 1: Dwellings and Premises on Styrösö

In 2011 Treuddens Förvaltning applies for a plan ruling for new construction, extension, and reconstruction on Styrösö, which is located in the southern archipelago of Gothenburg. The intent is to build new dwellings, reconstruct existing group homes, and expand a lodging house on the plot with apartments (Request for Detailed Development Plan 2011-08-31). To the application a layout with new buildings placed on the plot is attached. In 2013, TPO gets the task to establish a detailed plan for exploitation after the Property Management Administration left the land allocation to the property owner. TPO notes that the plan area is an area of national heritage interest. In the national heritage description, the built environment of Styrösö is designated as rich and varied with elements of older agricultural settlement. Here exists a coastal and archipelagic environment with contents from the Stone Age to present day. With reference to the national interest, the expansion is to be studied in the plan work with a starting point in landscape image and the older built environment of the surroundings, (Statement 2013-03-26). It is, however, first after notations from referral bodies that the detailed plan is completed with an antiquarian planning material. The following key sentences in the national interest description describe the connected cultural values of the built environment:

*The built environment gives as an overall effect a rich and varied view of an archipelago parish [...] Here there exist older agricultural and fishing settlements on Brännö and Styrösö Hallsvik. The later development for fishing with denser built environment and concentration around the harbor appears particularly well at Styrösö Tången. Styrösö Bratten is the best example of built environments of seaside resorts. The lighthouse and maritime pilot place at Vinga and the quarantine establishment on Käsö are the only preserved establishments of this kind in Northern Europe (National Interest Description, p. 21).*

#### *Detailed Plan*

In 2015 TPO presents a detailed plan for consultation that allows a varied use of the land. The plan proposal makes it possible to build 50 dwellings as villas and apartment buildings at the site (Detailed Development Plan 2015-09-23). The lodging house, which was built at the start of the 20th century as staff housing for nurses, will be complemented with hotel rooms, alternatively, dwellings and summer café. It is also allows use of the site for exhibitions and a gathering hall. According to the proposal, the existing group home can be demolished to give room for new buildings. Likewise, an apartment building repurposed as a bed and breakfast, called Äpplebo, may be demolished to make room for new built environment. The exploitation is connected with the design requirements for new built environments. To promote the planned additions, TPO complements the detailed plan with suggestions for exemption from the shoreline protection in the area. TPO sees this limitation of outdoor life access as so minor that no compensation measures are needed to make up for lost nature and recreation values. The need for dwellings is judged as more important than the national heritage interests for the culture



preservation and outdoor life. In the proposed detailed development plan, the following items are identified as important for the planning.

- A living archipelago all year round
- An important tourist attraction and recreation area
- A car free district mainly with dwellings
- A “homogeneous” population and unilateral housing supply

The assessment is, however, that exploitation is more important than the preservation of the cultural environment. TPO highlights the need for workplaces and dwellings of varying sizes and means of tenure. Culture and nature make Styrsö attractive and puts demands on care and preservation.

### *Critique and Complementation*

The County Administration Board deems that the detailed development plan needs to be adjusted with regard to the Shoreline Protection Act. Exemption demands particular reasons and no such circumstances are accounted for. Because the exploitation occurs in an area of national heritage interest, there should have been a culture historical examination as foundation for the plan proposal (Remark 2015-11-03). The Culture Administration describes Äpplebo as a cultural-historically valuable house. The administration asks for a holistic approach in the planning process. The intended built environment needs to be designed in harmony with the surroundings of the site (Remark 2015-10-02).



Fig. 4 and 5. Villa Äppelbo and group home. The two buildings can, according to the detailed plan, be demolished in connection to exploitation of the area. Photography: Magnus Rönn.

TPO notes that the question for exemption has to be investigated further. A better planning material is needed to judge how the culture environment is affected. The lack of knowledge about culture values at the site in the detailed plan is remedied by hiring consultants to do investigation missions. The consultant company Radar receives the task to describe the culture values of the site and to judge the consequences of the planned built environment. The consultants are also to develop plan rulings that will assure culture values (Built Environment Analysis and Landscape 2016-05-31). According to Radar, the new built environment suits the location. There is nothing wrong with the fundamental principles of the design. The culture environment of the area can be assured through regulation of the detailed plan



through facade material, color, socle, balcony front, and windows. Large trees at the site should be preserved. Rio Göteborg is hired to conduct an archeological examination. The archaeologists find a new ancient monument in the area (Archeological investigation 2015). TPO completes the plan and implementation description with texts from the consultants' planning material. It is about design principles for the controlling of architectural solutions, design regulations, settlement historical descriptions, and remnants from the Older Bronze Age. The built environment is limited to provide protection for the ancient monument. The land-use in the detailed plan continues to be flexible and enables demolitions as well as the erection of new dwellings and the establishment of hotels, hostels, and restaurants. The design regulations are, however, detailed and control the design of veneer, materials, colors, socle, balcony fronts, and windows with vertical divisions.

The revised proposal still contains proposals for exemption from the Shoreline Protection Act. TPO means that the need for new dwellings on Styrösö represents an interest that is more important than the shoreline protection and the culture values of the area (Detailed Development Plan 2016-11-22). The design regulations are to guarantee that exploitation takes the surrounding built environment and landscape into consideration. The County Administration Board approves of the motives for the exemption. The requirements on the design are judged as sufficient with consideration for the culture environment of the site (Remark 2016-09-06).



Fig. 6. Illustration of new buildings and reconstruction of existing houses in a traditional architectural design. In the background, towards the hill, there is a new group home in modern architectural style. Source: Detailed development plan for Styrösö Skäret lodging house and dwellings, Göteborgs Stad (Gothenburg City).

### *Comments*

TPO consider the need for new dwellings and businesses on Styrösö to be of greater importance than the preservation of culture values. The interest trade-off results in a planning process that aims to make the site available for exploitation. Therefore the demolition of houses and additions of new buildings do not consist of decisive objections. Because the planning material for the culture environment is produced only after the plan proposal is presented for consultation, the compensation measures receive a partially administrative alignment. The exploitation of the area is motivated in two manners in the de-

tailed plan: 1) the plan and implementation description is complemented with accounts of the culture environment and 2) the design of new built environment is controlled through detailed design requirements. The first method aims to redeem lack of knowledge in the plan proposal. TPO adds texts and illustrations from the investigations made by the consultants to the detailed plan which therefore obtains references to the settlement history of the area, landscape image, and culture values. The result is a better proposal. The second method creates acceptance through detailed plan regulations. The design of intended built environment is adapted to the identified qualities of the site. The detailed development plan appears as a negotiation result with exchanges of viewpoints and adaptations that make implementation possible at the same time as the risk of considerable damage to an area of national heritage interest is minimized with consideration to demolitions in the area. The encroachment into the culture environment is accepted by the County Administration Board.

## Case 2: Student Accommodations in Guldheden

In 2014 TPO produces a detailed plan for Northern Guldheden. The purpose is to complete the district with 50-55 student accommodations. Developer is SGS Studentbostäder. The student accommodations are to be built in Olssons trädgård which is situated in connection to Guldhedstorget. The park was created in the 1930s by the artist Carl Oskar Olsson. TPO states in the detailed plan that the accommodations are to be designed with careful consideration of the cultural-historical values because the area is of national heritage interest, (Statement 2014-03-31). The area is additionally part of the municipal program for preservation of cultural-historically valuable built environments. In the national interest description of Northern Guldheden, the expression of the district's values is phrased as follows:

*The nature adapted plan of 1944 with three connected ring roads which softly follows the terrain. The sparsely grouped built environment with alternate short, three story slab blocks and seven story tower blocks, in a surrounding of barren rocks and greenery. The silhouette with "mountain towers" at the ridge above central Gothenburg as a characteristic landmark in the cityscape. The design formation of the built environment with the simple, shadow catching details of the brick architecture of the veneer. The structure of family apartments with playhouse in the center of the area and connected center facility for social and commercial service – an around built tower with low, plastered store men's and small apartments that were originally intended for housekeepers as well as seven story cohousing with a connected former restaurant building. In the square environment is inserted a former allotment garden that has turned into a small park with an artificial pond (National Interest Description, p. 19).*

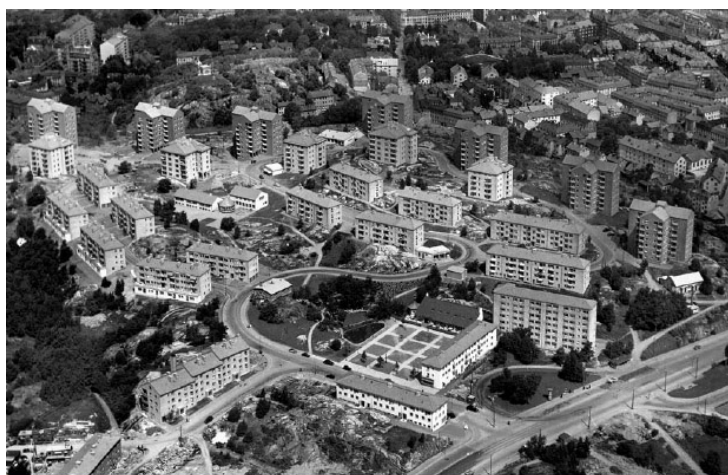


Fig. 7 and 8. Figure to the left show Northern (Norra) Guldheden from above 1947. To the right is the boarder for the area of national interest. Source: The 2008 antiquarian planning document from the Town planning office in Gothenburg and the 2014 detailed development plan .

The background of the detailed development plan is an investigation from 2005 that had the task to examine the possibility for complementation of the district with new built environment. One of the sites that were investigated was Olssons trädgård (Program 2005-11-29). In the investigation, the building of a new built environment in the garden is described as infringement on the “center value” of the national interest, wherefore placement, volume, and scale of the exploitation is considered to be a central question in case of a possible mission plan. Three years later, TPO together with *White Arkitekter* present an antiquarian plan material that is to clarify architectural qualities and designated values in the national interest description. Silhouette, plan, and architecture are three key terms in the presentation, (Antiquarian Planning Material 2008). The goal is that the plan material will work as a knowledge and inspiration resource for the future plan and building permit process.

It is qualities of both architecture and urban design that make Northern Guldheden an area of national heritage interest. The city plan is adapted to the terrain. The design of built environment starts in the neighborhood ideal. The district was built for the exhibition of 1945 called “Live Better” (Bo Bättre) and is considered to be an archetypal example of the housing construction of the postwar era. In the center of the district lies Guldhedstorget, a demarcated urban space designed with a clear architectural idea as foundation. Olssons trädgård, which was saved at the extension of Northern Guldheden, lies in connection to the square. The relation between the park and Guldhedstorget, is marked by a pond with a sculpture and seating areas.

#### *The Detailed Development Plan*

The detailed development plan from 2014 permits the building of a new tower block with 50-55 small apartments in Olssons Trädgård. The existing one story building at the site is demolished. The tower block is to be placed as close to the street as possible to minimize the intrusion in the park. Veneer material, silhouette, and roof are to be adapted to the surroundings. As motive to the exploitation, TPO refer to the wishes of the politicians for new dwellings, access to public transport, and that Northern Guldheden has a developed infrastructure that can be jointly used. TPO judges the impact on Olssons trädgård to be moderate. The building of dwellings is not considered as damaging to the national interest (Detailed Development Plan 2014-04-29). Three measures in the plan proposal have a compensatory function: 1) new oaks are to be planted in the park as replacement for trees that have to be cut down because of the tower block, 2) improved seating at the square, and 3) the Tower block is divided into volumes to create a smaller silhouette. Through these adaptations, TPO means that the intrusion into the national interest can be accepted.

#### *Critique and Complementation*

In the consultation, the politicians of the Cultural Affairs Committee back the administration’s remark and reject the plan proposal. It is unsuitable to place a tower block in Olssons Trädgård with consideration of the culture values of the site. The exploitation is an irreversible encroachment into the park (Statement 2014-05-26). The County Administration Board expresses understanding for the need to condense with dwellings, but it does not offset the damage that the detailed development plan brings upon the area of national heritage interest. To build a tower block as a solitary unit contradicts designated values. The plan proposal is rejected and the County Administration Board informs that the detailed development plan may be rejected (Remark 2014-06-13). TPO moves forward with the detailed development plan and hires Archidea to do a culture environment and cityscape analysis of the exploitation. The new consultant also proves that the tower block has several negative consequences for the architectural qualities and cultural-historical values of the site (Archidea 2015-02-25). According to



TPO, the need for dwellings does, however, weigh heavier than the affect on the national interest (Detailed Development Plan 2015-08-18).

To partially meet the critique, the volume and height of the building can possibly be reviewed. In the revised detailed development plan, the tower block has 40 small apartments distributed over seven floors. The tower block has gained a smaller silhouette. Now the County Administration Board accepts the placement in Olssons trädgård on the condition that the detailed development plan is complemented with detailed design terms (Remark 2015-09-23). The solution lies in the architecture of the building. TPO takes the opening into account and adds a number of detailed design terms to the detailed development plan. The tower block is to be, (a) divided into volumes to create a narrow silhouette, (b) be provided with a hipped, brick roof without dormers, (c) be given a carefully detailed design for the eaves, socle, windows, gates, poaches, and balcony railings, (d) the veneer is to be done in brick or plaster, and (e) the color palette is to harmonize with the surroundings. Additionally an antiquarian expert consultant is to take part in the building permit process (Detailed Development Plan 2015-12-01). Through these measures, the exploitation is accepted and the County Administration Board refrains from reviewing the detailed plan.



Fig. 9 and 10. The new tower block in the streetscape (the left image) and one from the square with placement in the park by the square (the right image). Photography: Magnus Rönn.

### *Comment*

TPO stresses in the interest trade-off that the construction of dwellings is a prioritized political goal. Dwellings are a prioritized interest in the comprehensive plan. That is the reason to that the building of new small apartments weighs heavier than the preservation of the park. The ruling principle in the plan mission is to make the site available for exploitation through an exchange of demands and viewpoints that gain a compensatory function in the planning process. Critique leads to modifications of the plan proposal. TPO uses five means that make it possible to build student accommodations in an area of national heritage interest: 1) complementation of plan and implementation description, 2) detailed design terms, 3) reduction of the silhouette of the building, 4) planning and improvement of seating and walkway, and 5) antiquarian expert for control of the building permit. The detailed development plan is

gradually expanded with images and text portions from the planning material that describe the culture environment and its values. TPO comments and critiques problematic illustrations provided by consultants that emphasize the negative consequences the exploitation has on the national interest.

The introduction of the detailed regulations for the control of the design helps to create acceptance for the impact on the culture environment. The design demands and placement of the tower block next to the street are described as mitigating circumstances that minimizes the encroachment in the park. The remaining sections of Olssons trädgård are to be preserved as a public park which makes the County Administration Board accept the placement. The cut down trees in the park are replaced through the planting of new oaks, the square receives new seating, and the staircase/walkway in the plan area is improved. Finally the design is to be quality assured in the plan and building permit process through antiquarian expertise. The compensation thinking appears in this case as both administrative additions in the detailed development plan, measures, detailed design terms, and as control of design and the building of the tower block.

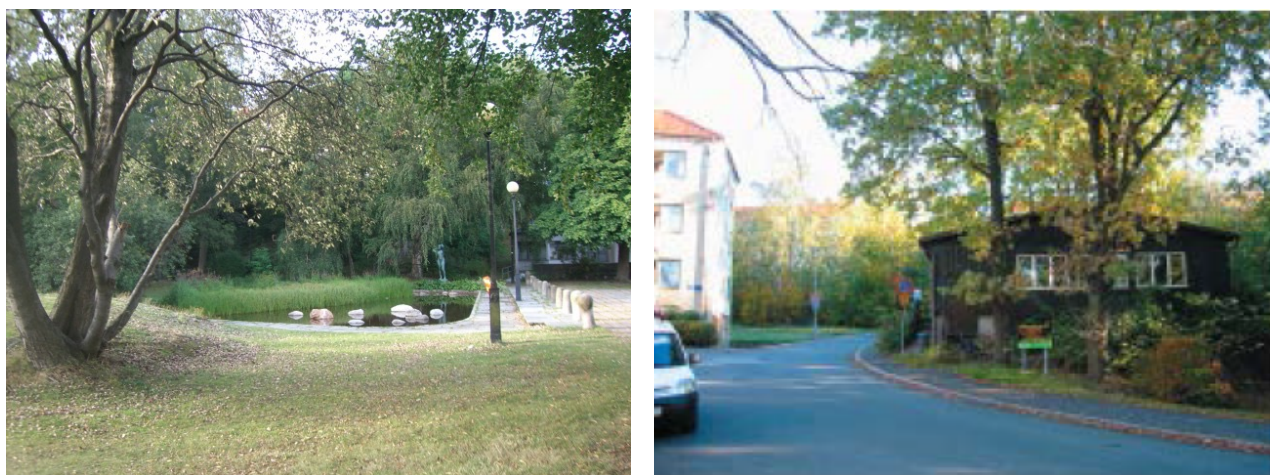


Fig. 11 and 12. On the left a part of Olssons Trädgård close to the center of Northern Guldheden. Photography: Magnus Rönn. On the right the building in Olssons Trädgård, that became demolished and replaced by the new tower block. Source: Detailed development plan Gothenburg City.

### Case 3: Dwellings at Carlanderplatsen

In 2006 the Property Management Administration turns to TPO and orders a detailed development plan for the building of dwellings at *Carlanderplatsen*. The same year, TPO is contacted by *Akademiska hus* who wants to expand the University of Gothenburg into *Renströmsparken*. As support for the expansion, idea-sketches by *GF Konsult* are attached (Request for Plan Change 2016-07-13). TPO coordinates the requests for the detailed development plan in a preliminary investigation. The plan area is used for recreation and is included both as an area of national heritage interest and in the municipality's program for the preservation of cultural-historically valuable built environments (Preliminary Investigation 2006-09-08). Despite that, the area appears as possible for exploitation in a detailed development plan that allows for new land-use of park land.

It is a controversial exploitation of green space that is suggested. A majority of the members of the City Planning Committee, however, approve the proposal and give TPO the mission to create a program that will provide the university's need for premises and at the same time will try the possibility to build new dwellings at Carlanderplatsen. The national interest description of the central part of Gothenburg

is relatively extensive compared to other descriptions. It is, however, culture values that are clearly connected to the plan area. The following parts of the national interest description are relevant:

*The urban building of the 20th century and the continued expansion of the city with the initial decades' terrain adaptation, unregulated plan pattern, but also the complementation of the grid city [...] Upper Johanneberg with institution complexes in park environment [...] Götaplatsen with surrounding institutions. The villa neighborhood of Lorensberg and closed off rental house neighborhoods of lower Johanneberg. The functional city building of Folkhemmet in upper Johanneberg with slab blocks oriented in the cardinal directions in a mountainous natural environment (National Interest Description, pp. 15-16).*

### *Plan Program and Critique*

In 2009 TPO presents the program as foundation for a detailed plan that contains dwellings and an extension of the university. The building of new dwellings is lifted as a prioritized goal for the municipality together with densification of the city. In the weighing between exploitation and preservation of nature and culture values, TPO reaches the conclusion that part of Carlanderplatsen can be built upon. TPO does not see any risk of the expansion damaging the national interest or that it will lead to considerable effects on nature and landscape (Program 2009).

Experts at the Cultural Affairs Administration point out that Renströmsparken was part of the Jubilee Exhibition of 1923 in Gothenburg (Statement 2009-05-25). The Park and Landscape Committee wants to remove all dwelling projects at Carlanderplatsen (Protocol 2009-05-12). The greenery that will disappear because of the construction in the park should be reintroduced to the site as sedum roofs. The County Administration board is mainly positive to that the University gets their need of space met and that it allows for the building of dwellings in an attractive location (Consultation Remark 2009-06-11). At the same time, the County Administration Board indicates a few uncertainties in the planned exploitation. The limit for the new built environment has to be specified and the design has to be clarified. TPO targets the continued plan work on expansion of the university in Renströmsparken, preservation of the green strips in the area, and the construction of new dwellings at Carlandersplatsen.



Fig. 13 and 14. Front pages of the detailed development plan and the aesthetic program. The detailed development plan includes dwellings and businesses at Carlanderplatsen as well as expansion of the University of Gothenburg at Renströmsparken.



### *The Plan Material*

TPO orders three planning investigations for the detailed development plan: a culture environment investigation from Melica, a nature and landscape analysis from Calluna, and an aesthetic program from Tengbom Arkitekter. According to the nature and landscape analysis, the plan area has great nature values that are negatively affected by the exploitation. Red listed ash trees and 19 trees of nature interest will disappear. As compensation, the consultants suggest that cut down trees be used as birdfeed (Nature and Landscape Analysis 2012-06-15). The planning document for the culture environment is an extensive investigation that presents (1) historical annual rings in the plan area, (2) urban experience values, (3) architectural details and the character of the cityscape, as well as, (4) critical points that from a culture environmental point of view are important at exploitation (Culture Environment Report 2012). The consultant points out that the area is of cultural-historical importance and has had a central role in the development of the city. In the ground, there are remnants from the Gothenburg Exhibition of 1923. The planning document expresses a developed image of the culture values, but lacks clear advice as base for the design of intended built environment. As critical points, the consultants emphasize the scale and character of the built environment, the paths, passages, connections, terrain adaptations, architectural qualities and materials. TPO has limited the aesthetic program to Carlanderplatsen. The program provides a short background on the commission. The focus is, however, on the design and construction of new dwellings at the site. The consulting in the program goes from an overarching design idea as foundation for the design. The aesthetic program contains both the comprehensive and detailed design. The architectural consulting comprises built environment and traffic as well as choice of material, color scheme, surface pavements, seating, and plants (Aesthetic Program 2012-08-28).



Fig. 15. Illustration of the new dwellings in the detailed development plan for Calanderplatsen. Source: Detailed development plan for dwellings and businesses at Carlanderplatsen and Renströmsparken. Wallenstam and White Arkitekter are responsible for the illustrations in the detailed development plan.

### *Detailed Development Plan*

In 2012 TPO presents their plan proposal for the extension of the University of Gothenburg into Renströmsparken and the construction of 115 dwellings at Carlanderplatsen with adherent changes of the land-use (Detailed Development Plan 2012-09-05). Four residential blocks can be built according the plan proposal. The County Administration Board sees the dwellings as a positive addition to the



environment, although the design of skylights and roofing needs to be reviewed. The exploitation of the landscape does, however, have a negative effect on the woodpeckers in the area (Consultation Remark 2012-10-15). The Cultural Affairs Committee has no objections to the encroachment in the area of national heritage interest. The Parks and Landscape Committee, however, wants to limit the exploitation. Two of four residential buildings at Carlanderplatsen should be excluded. The politicians in the committee also want to limit the expansion of the University of Gothenburg. The intent is to protect Näckrosammen in Renströmsparken. TPO prioritizes planned exploitation and claims that from a public point of view the plan proposal is the most suitable land-use. To mitigate the critique, a number of compensatory measures that aim to recreate nature values that would disappear because of the exploitation and measures to preserve culture values in the plan area are presented in the detailed plan (Detailed Development Plan 2015-10-27).

### *Comments*

The detailed development plan contains both compensation measures for the encroachment in the landscape and administrative changes as well as regulations that use culture values at the same time as the land becomes accessible for exploitation. The national heritage description of the center of Gothenburg gives no clear image of the site's culture values. In this case, it is likely that it is the culture environmental investigation by the consultants that is the foundation for the compensation thinking in the detailed development plan. TPO describes in the interest trade-off the expansion of the university and the building of dwellings in the plan area as a socially useful investment that is seen as more important than the preservation of the nature and culture environment in the area. Exploitation is prioritized. As compensation there are both concrete measures and revisions of the detailed development plan with directions that regulate architectural design and the land-use.

The manner to remove obstacles to the detailed development plan and its implementation consist of four methods that get a compensatory function: 1) complementation of plan and implementation description with text and illustration from the culture environment material, 2) new buildings with support from a design program adapted to the site's architecture and the city plan, 3) regulations in the detailed development plans that protect selected nature and culture values, 4) compensation measures as amendment for the encroachment in the landscape at Carlanderplatsen. It means that the area is to be (a) thinned out and have new viewpoints added, (b) gain a walkway with new benches, bins, and lighting, (c) nature stone is to be reused for the construction of new stairs, (d) protection for foundations from the Gothenburg Exhibition of 1923, (e) protection for bird biotopes, and (f) cut down trees are to be saved to give the lesser spotted woodpecker a good natural environment.

### **3. Conclusion and discussion**

The compensation in the three cases is expressed as problem solving, planning method, concrete measures, and means of control that promote exploitation. Common is the underlying intent: the implementation of the plan. The obstacles have to be removed through revisions of detailed development plans and intended built environments have to be adapted to the culture values of the site. It is the foundation to that detailed development plans contain both demolitions, protection of cultural-historical values, and detailed design requirements for new built environments. These are often "hidden" expressions of compensation that are imbedded in the plan process as demands for consideration of areas of national heritage interest. Likewise is the mitigation of lack of knowledge in the detailed development plan proposals an unspoken form of compensation that appears in revisions of plan and implementation descriptions. The knowledge gaps in the proposals are filled with data from the investi-

gations into the culture environment made by the consultants. This is compensation with an administrative character. The prime example is complementation with text and images from the consultant investigations that make the detailed development plan appear as a better decision material. Compensation thinking in the planning process can in this study be summarized in the following model, pointing out some important expressions:

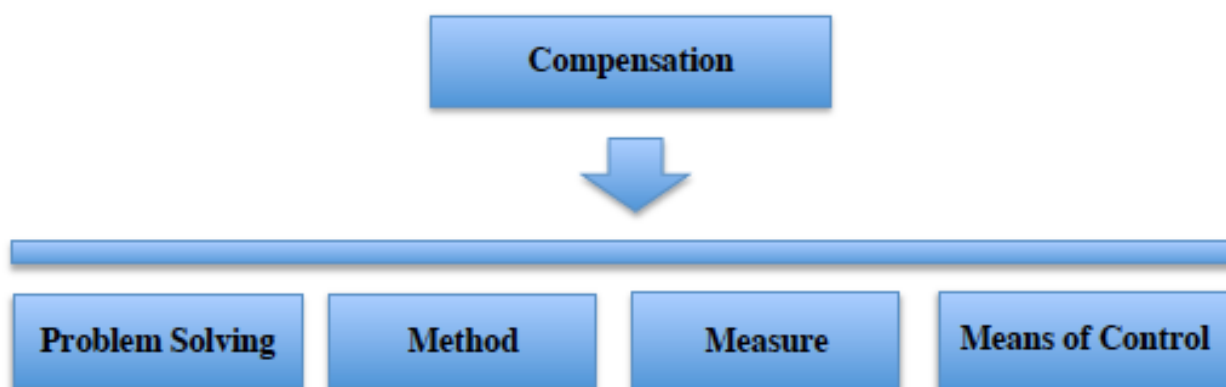


Fig. 16. Compensation in detailed development plans as problem solving, method, measure, and means of control.

Compensation as *problem solving* is about removing obstacles for new built environments by accommodating important objections by key players against the proposals in the detailed development plan. So for example are remarks from the County Administration Board that are about the detailed plan risking to considerably damage national interests a “problem” for TPO that has to be removed. Such objections lead to revisions of detailed plans.

Compensation as *method* aims to make the land available for planned built environment by balancing interests – local interest against national interest, cultural interest against exploitation interest, political interest against market interests. Needs and utility are weighed against damage and measures that have compensatory functions. Exploitation is in the cases combined with protection, preservation, and demands for architectural design.

Compensation as *measure* is expressed in several different ways in detailed development plans. It can be measures that either aim to minimize the loss of nature and culture values or restore damaged qualities in the area. Such compensation measures can be found in the detailed development plans for Northern Guldheden and Carlandersplatsen. Compensation as measure can also appear as changes of the plan and implementation description. This time it is lack of knowledge that is remedied. Compensation has in this case an administrative character although the consultant investigations lead to new knowledge of culture values which to a varying degree affect the design of new built environments.

Compensation as *means of control* has several different expressions in detailed development plans such as regulations of preservation, protection, and design demands of new built environments. These kinds of compensatory functions increase in number during the plan process as an answer to the lack of knowledge about the cultural values and architectural qualities at the site, demands on regulations pointed out key players, and needs for changes that make exploitation possible. In a corresponding way, aesthetic and quality programs are instruments for controlling the design of architectural solutions in the area.

## Compensation Forms

There are several different forms of compensation in the cases. The compensation thinking in the detailed development plan process appears as both expressed compensation measures and as implicit demands that have compensatory functions. It is not the phraseology that decides what is compensation but the aims and effects of the actions. From this point of view, the following compensation forms can be found in the cases:

- **Culture Environment Investigation:** All three detailed development plans contain culture environmental investigation as planning material. The national heritage descriptions have to be interpreted, complemented, and concretized into requirements to be usable in detailed development plan processes. Special consultants have therefore been hired to identify culture values and architectural qualities in the plan area. A recurring question in the consultations is to what degree the presented values have been preserved in the detailed development plan.
- **Revisions of Plan and Implementation Descriptions:** In all three detailed development plans, the plan and implementation descriptions have been complemented with material from the culture environment descriptions by the consultants. It is a way to create a, from a culture environmental point of view, better decision material that legitimizes the encroachments into the areas of national heritage interest. Additionally the risk of the detailed development plan being viewed as incomplete is minimized. TPO presents which aspects of the consultations have lead to revisions of the plan proposals. At the same time as the detailed development plans become richer with knowledge of culture values, this form of compensation has an administrative character.
- **Compensation Measures:** The detailed development plans contain several examples of expressed compensation measures that are to make up for damage of the landscape following the exploitation. Concrete compensation measures are to be found in the detailed development plan for Northern Guldheden where parkland is claimed for the tower block. Here the compensation measures consist of replanting, new seating, and a walkway. In the detailed development plan for expansion of dwellings at Carlanderplatsen, the compensation measures are thinning of greenery, new viewpoints, new seating, and reuse of paving stones for walkways. The design demands in the cases are an unspoken form of compensation measures with concrete effects on the design of new built environments.
- **Plan Regulations:** In the cases, protection, design, and caution regulations exist as a hidden form of compensation. It is a way to combine building and demolition with protection and defense of culture values in detailed development plans. The greater the objections from the key players are the more detailed demands exist in the detailed development plans. The detailed development plans for Styrösö as well as the detailed development plan for Northern Guldheden allow demolitions of built environments in an area of national heritage interest. In both these cases, the obstacles for demolitions are removed through detailed design regulations of built environments in the area. The plan regulations contribute to that the Cultural Affairs Administration and the County Administration Board accept the demolitions.
- **Aesthetic Program:** It means that culture environmental investigations that describe culture values and qualities of architecture and cityscape have been further developed into programs that form the basis for the architectural design of planned exploitation. This is the case with the de-

tailed development plan that enables the building of new dwellings at Carlanderplatsen. In this case, the compensation thinking is a fundamental prerequisite for the renewal. Through the hiring for new consultants, identified culture values and architectural qualities are transformed into design programs for architectural means of control of the exploitation.

- **Antiquarian Control:** It means that culture environment based design regulations are followed up by experts at the planning and building. So is the case of the detailed development plan for the student accommodations in Northern Guldheden. Initially the County Administration Board sees the exploration as a considerable damage of the national heritage interest. The placement in the park is judged as unsuitable. But the addition of detailed design regulations and antiquarian control of planning and building make it so that the County Administration Board at last accepts the building of student accommodations in the park. The measures gain a compensatory function. The addition of antiquarian control is used to quality-assure the design regulations. The demand is explained by that the County Administration Board in a review remark considered that the planned tower block could cause considerable damage to the national interest.

From the reports, it appears that several factors in the cases contribute to the growth of presented compensation forms. The driving forces consist of lack of knowledge that has to be remedied, regulations of changes, need for preservation, and assurance of new qualities in the area. The relationship between driving forces and compensation forms can be summarized in the following model:

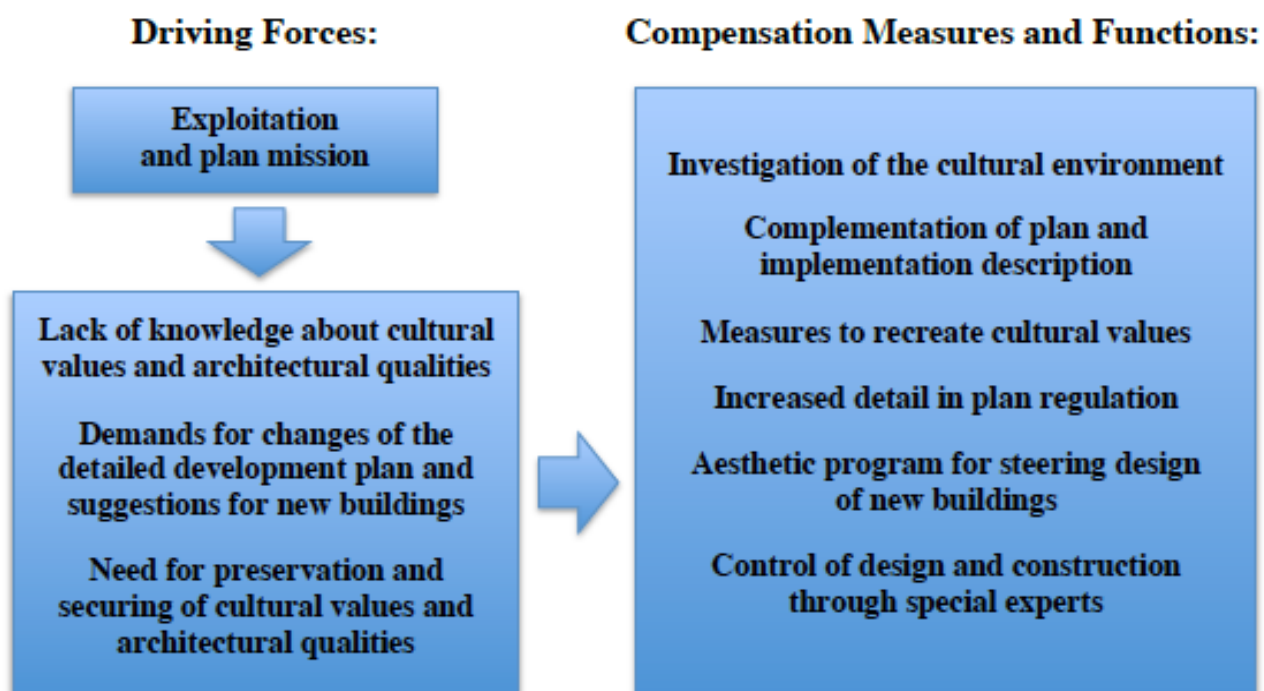


Fig. 17. Model that highlights the connection between driving forces supporting exploitation, compensation measures and function. Lack of knowledge, demands, and needs generate the compensation forms in the investigated detailed development plans.

### Interest Trade-Offs

It is particularly two types of interest trade-offs in the studied detailed development plans that affect the result from a culture environmental perspective. Partly the judgments of the suitability of the site for the planned goal, partly trade-offs between desired exploitation, identified values in the area, and

desired qualities. It is TPO who answers for the trade-offs in detailed development plans. It is thus the same key player that gains the mission from the politicians to produce plans, test exploitations, and make possible new built environment that defines interests and values in the area, their physical expression, weight, and importance in the specific case. A fundamental question is therefore to what degree the interest trade-off is a meeting between equal viewpoints in the detailed development plan process and how interests are represented. A complementing aspect is if the objective and impartiality of interest are at hand in these kinds of trade-offs.

Behind the plan missions to TPO there are political priorities. The need for dwellings is lifted in the detailed development plans as answers to the requested exploitation. But the image is not unambiguous. Demolitions and new building are connected with demands for adaptation, carefulness, protection, and prohibition of demolition. It is an expression for that the exploitation interest has been weighed against culture values, which in the cases are represented by governmental national interests and local interests for preservation. But how the interest trade-off is handled and the strength of each interest is not clearly presented in the examined detailed development plans.

The implementation of detailed development plans is regulated in contracts with developers (builders). These contracts are in the cases called plan contracts, land allocation contracts, and exploitation contracts. In contrast to the detailed development plans, it is only in one of the cases that it appears that the exploitation happens in an area of national heritage interest. From this point of view, the contracts are poor on information. The culture environment does not have its own heading in the contract templates. There is no visible coordination in the contracts with national interest descriptions or the municipalities' programs for the preservation of cultural-historical built environments. Instead compensation appears in the contracts as the result of negotiations in the detailed development plan process, an exchange of viewpoints that at last allows for new built environments. Both concrete measures and revisions of proposals for detailed development plans that promote exploitation emerge as answers to objections in this negotiation culture.

There is no visible need for legitimization of compensation measures in the cases through references to regulations in the Swedish Environmental Code. The Culture Environmental Code is invisible. The plan mission aims to make possible the planned exploitation with support from the Planning and Building Act. It is an overarching goal that can explain why the compensation thinking in the planning and design of detailed development plans appear as problem solving, planning method, concrete measures, and strategies to remove obstacles. The negotiation culture is goal-oriented and combines demolition to give room for new buildings, with preservation through demands for architectural adaptation and protection of culture values. It is an interest trade-off that puts large demands on the planning documents. The short national interest descriptions do not provide sufficient instructions and therefore need to be further developed in the detailed development plan processes. It is therefore, the consultant investigations have a deciding importance for the possibility of understanding culture values as resources in the planning.

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